



## BELL ATLANTIC-IN FOR LIFE.

**BELL ATLANTIC IS COMMITTED, FOR LIFE,  
TO THE CORRECTIONS INDUSTRY.**

This is reflected in our excellent products and services. It is after all one of the most secure phone systems available. Specifically, Bell Atlantic offers services that will assist you in closely monitoring and screening calls. We offer patent-protected three-way call detection; we utilize automated call blocking; and we have security and fraud mitigation consultation that gives prison staff full control over who, when and how inmates call. If that's not enough, Bell Atlantic also has flexible call timing, time restrictions, call detail records and automated operator services.

### **One-stop shopping.**

Of course, security is just one of the reasons to choose Bell Atlantic. We offer one-stop-shopping

for all your pay phone needs: local and regional toll service as well as a selected carrier for your long distance service.

### **Unsurpassed service.**

Bell Atlantic inmate telephones are rugged and built for years of reliable service, but if you do have any problems, our service centers are open 24 hours a day, 365 days year.

### **And of course, fair rates.**

At Bell Atlantic, we offer fair rates to the inmates' families, and a variety of attractive commission and incentive programs for prison administrators. We also offer the convenience of a single point of contact: a Bell Atlantic Customer Representative who specializes in the corrections industry.



**THE PAYPHONE OF CHOICE.  
CALL TODAY FOR MORE INFORMATION. 1 800 PUB TELL / 1 800 782 8355.**



## SHE'S IN FOR TWO YEARS BUT DUE IN ONE MONTH.

Gangs. Drugs. Hidden weapons. Leaky toilets. As if you didn't have enough to worry about, along comes a pregnant prisoner. And her growing concern is about to become your growing problem. Lucky you.

With so much on your mind, at least it's comforting to know you don't have to worry about your inmate phone system, too. That's our job. We'll handle all your needs through one point of contact—your U S WEST Inmate Telephone Service Representative. We offer reliable telephones,

### You've Got Bigger Things To Worry About Than Your Phone System.

local customer service and support, excellent installation, maintenance and repair services,

prompt commission checks (paid in full on time, every time), and the latest technological and security advances. Plus, inmates find our telephones easy to use and affordable. For



more information, call 1.800.818.6116 today. And leave the worrying to us—when it comes to your phone system, that is.

**USWEST**

## Annual Luncheon Speaker



All photos by Robert Corwin

### SPECIAL THANKS TO OUR SPONSORS!!!

SOUTHWESTERN BELL CORRECTIONAL SERVICES



## Barbara Bush Stresses Family and Literacy

**G**reeted with a deluge of applause, former First Lady Barbara Bush addressed a full house at the 2000 Winter Conference Annual Luncheon. Although Bush humored the audience with a number of stories and observations, such as the fact that one in eight Americans is governed by a Bush, she left attendees with a very strong message — literacy matters.

"If more people in this country could read, write and comprehend, so many of our social problems could be solved," Bush said. She noted that 70 percent of the prison population score in the two lowest literacy levels. Thus, said Bush, they cannot even read a credit card bill.

The Barbara Bush Foundation has given more than \$6 million to 208 literacy programs throughout the country, some of which has gone to jail and prison programs. "I congratulate you and salute your efforts," Bush said, stressing that if we give the gift of literacy to inmates, we decrease their chances of re-entering the system.

For our nation's youths, the key is prevention and, according to Bush, part of prevention is giving children the tools they need to learn to read and write. She noted that reading develops a child's confidence, creativity and love for learning. This, she said, begins in the home. "Please remember to read to your children and grandchildren, and remember to turn off the TV once in a while," said Bush.

Unfortunately, Bush said, the average kindergarten student has seen 5,000 hours of TV, more time than it takes to earn a college degree. "No matter what you do in life, your family must be your No. 1 priority," she said. "There is no better way to spend quality time with children than to put your arms around them and read to them or have them read to you."

According to Bush, sometimes we think too hard to find an answer when it's obvious. "In order to make our country stronger, we need to build stronger families and this begins in our homes and in our communities," she said.

Recognizing that many American families have two working parents, Bush told the audience she understands that feeling like there is never enough time is expected.

# Annual Luncheon Sponsors:

*A packed house greeted Former First Lady Barbara Bush for Tuesday afternoon's Annual Luncheon. After enjoying a delicious lunch, Mrs. Bush spoke to the record crowd on the importance of literacy as one means to an end to various social problems. Her charisma and warm demeanor helped drive home the hope found in her message. Special Thanks go to Canteen Correctional Services and NORIX Group, Inc. for sponsoring the Annual Luncheon and to Southwestern Bell Correctional Services and Wackenhut Corrections Corporation for sponsoring keynote speaker, Barbara Bush.*

## WACKENHUT CORRECTIONS CORPORATION

4200 Wackenhut Drive #100  
Palm Beach Gardens, FL 33410-4243  
(561) 622-5656 or (800) 666-5640  
Fax: (561) 691-6659

Web Site: [www.wackenhut.com](http://www.wackenhut.com)

Contact: Les Gay, Business Development

Wackenhut Corrections Corporation (WCC) is keenly aware of potential crises that municipal, county and state governments currently face relative to budget and fiscal constraints. Within these limitations, the corrections component of the criminal justice system is placed under great pressure to resolve overcrowding and public safety issues. Wackenhut Corrections takes pride in its development of new and innovative approaches to corrections. These improvements assist in the planning and development of enhanced criminal justice systems throughout the world. Wackenhut Corrections not only manages existing prisons on behalf of governmental agencies, but WCC has also been at the forefront in the development of full design, finance, construction and management packages for new facilities. This fast track approach as developed and utilized by Wackenhut results in monetary and time savings for the government with no decrease in the overall quality of services. Wackenhut Corrections currently has 55 correctional facilities under contract and/or award in the United States, Australia, England, Scotland, Canada, Puerto Rico, New Zealand and South Africa. These contracts or awards total 38,669 beds and include pre-trial and sentenced adult and juvenile male and female offenders and special needs populations. ♦



Wayne Calabrese of Wackenhut Corrections shares the spotlight with Barbara Bush

## SOUTHWESTERN BELL CORRECTIONAL SERVICES

225 West Randolph Street, 15C  
Chicago, IL 60606  
(312) 220-8883  
Fax: (312) 727-1693  
Contact: Jack Wholey, Vice President,  
Major Public Corrections Sales

Conventional wisdom defines easy as "A-B-C." We think that's two letters too many. At Southwestern Bell, we take the unconventional approach of providing everything you need for a complete inmate calling system. As your single source provider, we arrange for local and long distance calling, plus flexible and feature-rich equipment. Our unique Consumer Payment Assistance Program helps limit the billing complaints you receive by working directly with the inmate's family and friends to manage calling costs and set a customized call budget to help manage their monthly bill. Plus we back your system with our trademarked brand of reliable, attentive service. Our 24 x 7 servicing couples remote diagnostics with locally-based technicians for quick repairs. So, if you want the most complete inmate calling solution, call 1-800-809-0878 first. ♦



(continued)



Brian Holloway interacts with Conference attendees

# 2000 Winter Conference Closing Breakfast Keynote Speaker Brian Holloway

Wednesday's Closing Breakfast served as a rousing send-off and a terrific wrap up to a productive Conference week for attendees, as ACA's guests received a hot morning meal and a truly motivational message. Greater sustenance for the spirit was provided by guest speaker, Brian Holloway, who has been a great achiever both on and off the football field. Mr. Holloway spoke about striving towards perfection through determination, analysis and practice while always maintaining balance in life by enjoying the lighter side of family and friends. His message of taking the corrections profession seriously without taking ourselves too seriously won the crowd over and stayed with attendees as they left for crosstown or cross-country. Our gratitude goes out to U S WEST Communications for sponsoring Keynote Speaker Brian Holloway and to Carter Goble Associates, Inc. for sponsoring the Closing Breakfast!

## U S WEST COMMUNICATIONS

3033 N. 3rd Street

Phoenix, Arizona 85012-3090

(800) 818-6116

Web Site: [www.uswest.com](http://www.uswest.com)

Contact: Jim Crouch, Senior Account Manager—Corrections

U S WEST is a full service provider of quality Inmate Call Control Systems, offering a wide variety of computerized options that insure your facility stays in control of inmate calling:

- 3-Way Call Detect & Disconnect
- Blocking
- Timing
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- PIN Administration
- Digital Recording & Monitoring
- Debit Calling
- Jail Management Systems
- Voice Print Verification

In addition, U S WEST provides quality installation, maintenance, and repair service for all of our inmate telephone equipment. For a complete overview of the U S WEST Inmate Call Control System please call (800) 818-6116.

## CARTER GOBLE ASSOCIATES, INC.

1619 Sumter St.

Columbia, SC 29201

(803) 765-2833

Fax: (803) 779-8518

E-mail: [cgateam@aol.com](mailto:cgateam@aol.com)

Web Site: [www.cartergoble.com](http://www.cartergoble.com)

Contact: Colin C. Lovett, Director of Job Development

Carter Goble Associates, Inc. offers the following services to effectively manage change in the fields of criminal justice and corrections: Prisons, Jails, Detention Facilities, Courts — Adult & Juvenile

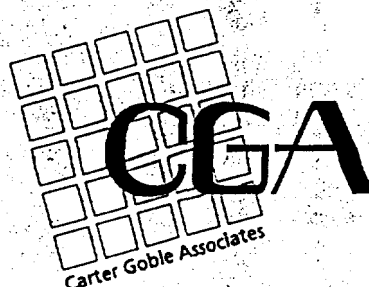
- System and Facility Master Planning
- Needs Forecasting
- Operations-based Programming
- Architectural Programming
- Renovation/Best-use Assessment
- Feasibility Assessments
- Staffing Analysis
- Operational Design Oversight
- Transition Planning
- Strategic Planning



Jim Crouch of U S WEST with Keynote Speaker Brian Holloway

# USWEST

life's better here® ©



# ... An Alliance for Progress!

## **AT&T CORPORATION**

4200 Commerce Court, #200

Lisle, IL 60532

(773) 281-2136 • Fax: (773) 281-2179

E-mail: [timmis@att.com](mailto:timmis@att.com)

Contact: Brian Timmis,

National Market Manager, Consumer Sales Division



**AT&T Corporation** is the world's premier communications and information services company, serving more than 90 million consumer, business and government customers. AT&T is able to design a telecommunications package specific to the Corrections Market through "The Authority™," AT&T's Inmate Calling Service Program. This program offers an array of services, such as automated custom branding, call blocking and timing options, inmate identification systems and various levels of fraud protection, to meet the diverse needs of today's correctional facilities. These services are powerful and flexible tools that can be customized to fit your desired requirements. Because of the unsurpassed quality, consultative account management, competitive commissions and complete solutions, AT&T is able to offer a full range of services tailored for the correctional market.

## **BELL ATLANTIC PUBLIC COMMUNICATIONS**

13100 Columbia Pike, D32

Silver Spring, MD 20904

Phone: (301) 282-5641

Fax: (301) 236-0071

Web Site: <http://www.bellatlantic.com/inmate>

Contact: Maria Riddick, Product & Market Manager, Corrections/Government



**Bell Atlantic Public Communications** is a leading provider of inmate telecommunications solutions. Bell Atlantic Advanced Corrections Services were created exclusively for the Corrections Market and offer a wide selection of products, including call control with standard and special features, call recording & monitoring, voice print identification, commissary, jail management, video imaging, and Intellifraud™. Intellifraud is Bell Atlantic's security threat and anti-fraud consulting service that can put you in complete control of who, when and how inmates call. We use leading edge applications and technology. We work with the industry top suppliers and, depending on your needs, we will use the systems, hardware, and software that will best meet your requirements. Size is no problem. We can accommodate any number of inmate phones that you may require with very high quality standards of service. Bell Atlantic is far more than telephones. It is a reliable network, sophisticated systems and dedicated people expertise. For more information, please contact us or visit our web site. Please see Bell Atlantic's ad on page 2.

## **R.R. BRINK LOCKING SYSTEMS, INC.**

500 Earl Road

Shorewood, IL 60431

(815) 744-7000

Fax: (815) 744-7020

Web Site: [www.rrbrink.com](http://www.rrbrink.com)

Contact: Charles R. Brink, President



**RR BRINK**  
LOCKING SYSTEMS

**R.R. Brink Locking Systems, Inc.**, is a manufacturer of a full range of high security locks and accessories designed for the modern correctional facility. After more than two decades in business, R.R. Brink Locking Systems has a reputation for product quality, service and innovation. R.R. Brink Locking Systems pioneered the narrow-jamb type of electromechanical lock now used widely in minimum and medium security institutions. The company offers a complete range of locks and accessory items for key and/or remote electric door control. We invite you to inquire about our new sliding door locking and operating device which is designed for retrofit applications as well as new construction.

(continued page 84)

# *Sponsors—Stars of the Conference*

## **SECURICOR NEW CENTURY, LLC**

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Richmond, VA 23233

(804) 754-1100 – Fax (804) 741-9515

Contact: Charles J. Kehoe, Vice President

**securicor** *new century*

Securicor New Century, LLC, based in Richmond, Virginia, believes in the importance of a public-private partnership which is based on a shared vision of how juvenile offenders should be treated; mutual trust and respect; and a commitment to state and national standards of practice. Securicor New Century offers a new choice to government when it needs private correctional services—a choice that stands for uncompromising service excellence plus the resources and corporate maturity to ensure customer satisfaction and public safety. Securicor New Century is committed to delivering quality services at a fair price and will not sacrifice "good practice" for the "bottom line." Securicor New Century provides comprehensive juvenile justice services to local and state governments by managing and operating innovative secure juvenile correctional facilities, residential services, and day treatment centers. Securicor New Century also provides training, technical assistance and consultation services to juvenile and adult correctional agencies.

## **SOUTHWESTERN BELL CORRECTIONAL SERVICES**

225 West Randolph Street, 15C

Chicago, IL 60606

(312) 220-8883

Fax: (312) 727-1693

Contact: Jack Wholey, Vice President, Major Public Corrections Sales



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## **SVERDRUP CRSS JUSTICE GROUP**

Offices Nationwide

Contact: Tom Cockerell - East (703) 608-1586;

Tom Hickey - Central (314) 436-7600;

Andy Freeman - West (916) 929-9055

**JE Sverdrup CRSS**

Engineers, Architects, and Constructors

Sverdrup CRSS, a division of Jacobs Engineering Facilities, Inc., is a national leader in the criminal justice field with resources of over 1500 designers, engineers, and construction professionals. The combined expertise of Sverdrup CRSS brings the experience of more than 100 justice facilities valued at over \$7 billion and the capability to provide professional services to meet your every need. We are able to provide facilities planning, design, construction/program management and design/build services. We are heading in new directions together providing innovative solutions to today's correctional issues. Please see Sverdrup CRSS's ad on page 65.

(continued page 92)

# 2000 Winter Conference Get-Acquainted Reception *ACA and AT&T Invite Attendees to Bid A Fond Farewell to the 20th Century!*



The Vinny DiJohn Band took attendees back in time

Monday night's Exhibit Hall Get-Acquainted Reception helped bid "A Fond Farewell to the 20th Century." Corrections and corporate professionals alike reminisced as the Vinny DiJohn Band played musical flashbacks from the 20's to the 90's. Old-time movie posters and a Groucho Marx look-alike helped set the mood for this fun evening event while attendees crowded the dance floor as Vinny belted out favorite tunes from everyone's past.

**Our warmest thanks go out to AT&T for sponsoring this event.**



Tim Miller of AT&T Jitterbugs with ACA President-Elect Betty Adams Green



Brian Timmis and Kathryn Nichols of AT&T "get down" on the dance floor

## AT&T CORPORATION

4200 Commerce Court, #200

Lisle, IL 60532

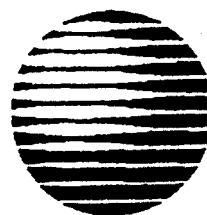
(773) 281-2136 • Fax: (773) 281-2179

E-mail: [timmis@att.com](mailto:timmis@att.com)

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# AT&T



# 2000 WINTER CONFERENCE GRAND PRIZE GIVEAWAY: A TRIP FOR TWO TO PARIS!



ACA Board of Governors Representative Sharon Neumann can't believe she won!

Assistant to the Warden and Accreditation Manager for the Central New Mexico Correctional Facility at Los Lunas, won third prize: a high-tech digital camera. Congratulations to all the winners!

If you were in the Exhibit Hall at the time the winning entry was drawn for the Exhibit Hall Grand Prize Giveaway Game, you surely heard the jubilant scream of the winner, Sharon R. Neumann. "Oh, wow! I've won!" she cheered. "Oh, wow I've won!" Ms. Neumann will enjoy a trip for two to **Paris, France**, including airfare, luxury accommodations, museum passes, designer luggage, a state-of-the-art camera, spending money, and much more.

Ms. Neumann serves on the American Correctional Association's Board of Governors. She is the Regional Administrator for the Oklahoma Department of Corrections' Division of Community Sentencing in Oklahoma City. Ms. Neumann doesn't think she'll have any trouble finding a traveling companion for her trip. "I suddenly have a lot of new friends!" she remarked.

The second prize, a pair of elegant Gucci watches, went to **Shirley Trapani**, Professional Counselor for the Travis County Sheriff's Office in Austin, Texas. **Gladys Sanchez**, Executive



From left to right: Back: Frank Roberts (Durrant), John Bonassi (Dick Corporation), Jim Isaf (Heery), Dominic Lisa (CCC), Pat Liddy (Bell Atlantic). Front: Roland Oliveira (Northern Technologies), Sharon Neumann, ACA President Richard Stalder and Rich Rheingruber (Cooper)

*Thank You, Sponsors, for Your Support!*



Gladys Sanchez, runner up, shows off her digital camera with Pat Liddy of Bell Atlantic

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# Honoring Awards Banquet Sponsors

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## CORRECTIONS CORPORATION OF AMERICA (CCA)

10 Burton Hills Blvd.

Nashville, TN 37215

(615) 263-3000

Fax: (615) 263-3090

E-mail: [jamesball@correctionscorp.com](mailto:jamesball@correctionscorp.com)

Contact: James H. Ball, Vice President, Business Development



Based in Nashville, **Corrections Corporation of America (CCA)** is the industry leader in private sector corrections with 80 facilities with 73,141 beds under contract or development in the United States, Puerto Rico, Australia and the United Kingdom. CCA offers a full range of services, including finance, design, construction, renovation, and management of new or existing facilities, as well as long distance inmate transportation. CCA brings innovation, flexibility, efficiency and high standards of management to the correctional setting.

## HEERY INTERNATIONAL, INC.

999 Peachtree St., NE

Atlanta, GA 30309

(404) 881-9880

(800) 52-HEERY

Fax: (404) 875-1283

Web site: [www.heery.com](http://www.heery.com)

Contact: Su Cunningham, Director, Criminal Justice Facilities



For two decades, **Heery** has been a leader in the planning, programming, design and construction of criminal justice facilities in the United States. Their specialists in the field have a total of more than 100 years of experience providing a full array of professional services to the public; owners/clients and operators of state, federal and county prisons; county and city jails; federal, state and municipal courts; juvenile detention, correctional and court facilities; and county and city police and law enforcement facilities. Each Heery office throughout the United States offers an entire range of criminal justice services from concept development through completion. Their services include architecture, engineering, interior design, program, facility, and construction management.

(continued)

# Thank You Awards Banquet Sponsors

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## E.R. Cass Awards Banquet Reservation

Here are three EASY ways you can purchase tickets for the E.R. Cass Awards Banquet:

**PHONE IT IN!** Call ACA's conventions staff toll free at (800) 222-5646, ext. 1922, and use your VISA, MasterCard, American Express or Diners Club credit card.

**FAX IT IN!** If you are using one of the credit cards above, fax the completed form to (301) 918-8198.

**MAIL IT IN!** Simply mail the completed form with your check (payable to the ACA E.R. Cass Awards Banquet) or credit card information to: American Correctional Association, Conventions Department, 4380 Forbes Boulevard, Lanham, Maryland 20706-4322.

Tickets may be purchased individually; however, tables can only be reserved by purchasing a block of ten tickets. ACA cannot guarantee seating requests for a table of fewer than ten people. All reservations must be made by **JULY 19, 2000**. No refunds will be made unless a written request is received on or before **JULY 19, 2000**.

Please reserve \_\_\_\_\_ tickets @ \$43 each for the ACA E.R. Cass Awards Banquet to be held on Wednesday, August 16, 2000.

Name \_\_\_\_\_ Title \_\_\_\_\_

Agency/Organization \_\_\_\_\_ Address \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_ Phone \_\_\_\_\_

Fax \_\_\_\_\_ E-Mail \_\_\_\_\_

\_\_\_ Enclosed is my check in the amount of \$ \_\_\_\_\_, made payable to the ACA E.R. Cass Awards Banquet.

\_\_\_ I wish to pay with my credit card: VISA, MasterCard, American Express, Diners Club (circle type of card).  
Additional card info below:

Card number \_\_\_\_\_ Exp. Date \_\_\_\_\_ Authorized Signature \_\_\_\_\_

Reservations will be accepted through July 19, 2000, or until tickets are sold out.  
(Payment must accompany this form.)

# **Maintaining Family Contact When a Family Member Goes to Prison**

**An Examination of State Policies  
on Mail, Visiting, and Telephone Access**



**Florida House of Representatives  
Justice Council  
Committee on Corrections  
Representative Allen Trovillion, Chair**

**November 1998**

**Exhibit 12**

<b>TELEPHONE CONTRACTS AND COMMISSIONS</b>			
<b>State / Inmate Population</b>	<b>Telephone Provider</b>	<b>Commission Rate</b>	<b>DOC Profits FY 97-98</b>
<b>Texas</b> Pop: 129,661	SW Bell	Not Applicable	
	AT&T		
<b>California</b> Pop: 124,813	MCI	43%	\$15 million
	GTE	33%	
<b>New York</b> Pop: 69,529	MCI	60%	\$20-21 million
	Bell Atlantic	60%	
<b>Florida</b> Pop: 65,117	MCI	50%	\$13.8 million
	Sprint	57.5%	
<b>Ohio</b> Pop: 47,166	MCI	35%	\$14.1 million
	Shawntech	35%	
<b>Michigan</b> Pop: 41,625	Sprint	34%	\$10.3 million (3 quarters only)
	Ameritec	30%	
	GTE (local)	18%	
<b>Illinois</b> Pop: 40,686	Consolidated	50%	\$12-16 million
	AT&T	50%	
	Ameritec	50%	
<b>Georgia</b> Pop: 36,753	Sprint	37%	\$10-12 million
	Bell South	46%	
<b>Pennsylvania</b> Pop: 34,696	Tenetics	50%	\$3 million
	Bell-Atlantic	50%	
	AT&T	50%	
	GTE	30%	
<b>N. Carolina</b> Pop: 31,312	Taltons	46%	\$7 million (projection)
<b>Virginia</b> Pop: 24,629	MCI	39%	\$10.4 million
<b>Missouri</b> Pop: 23,850	MCI	55%	\$ 9-11 million
	Eagle Com.	25%	
	SW Bell	25%	

Source: Telephone survey conducted by committee staff from July to September, 1998

Bell Atlantic Bid No.2



PROPOSAL FOR  
INMATE TELEPHONE  
SYSTEM  
FOR  
THE NEW RIVER  
VALLEY REGIONAL  
JAIL

**Bell Atlantic**

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**Bell Atlantic Response:**

Bell Atlantic's commissions will be "based on 43 percent (43%) of all customer billed revenues (CBR). CBR is defined as all charges for originating inmate collect calls accepted by and billed to the customer, without deduction for fraudulent or uncollectible calls. Bell Atlantic shall not apply any facility surcharges to the cost of a call to cover these items."

- H. *Provide your company's monthly average bad debt percentages for the last 24 months from the major telephone companies serving Virginia.*

**Bell Atlantic Response:**

As the major telephone company of Virginia there is no bad debt percentage to provide.

## **Bell Atlantic**

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At the close of the calendar month all data, as described above, are retrieved and totaled by the Commission System. The Commission System applies the predetermined commission percentage. A check is generated each month and forwarded to our Check Printing Center for distribution to the customer.

AT&T will accumulate all non-cash billing data from all public and inmate telephones in the Jail. This data is captured by telephone number and stored on tape for transmission at the end of each month to the commission system.

- G. *The vendor shall directly handle all complaints from the parties called by the inmate. Provide a copy of a sample page from a customer's bill showing how the calls are billed.*

**Bell Atlantic Response:**

The Bell Atlantic Team will handle all complaints from parties called by the inmates. Please see a copy of Bell Atlantic's customer telephone bill in Appendix XIV.

- H. *Provide Uncollectibles history with local telephone companies and describe how your company limits Uncollectibles.*

**Bell Atlantic Response:**

As the largest local telephone company in Virginia there is no uncollectable history to provide.

- I. *The vendor shall be responsible for all costs associated with the inmate telephone system, including purchase, installation, service, maintenance, and operation. The facility shall bear no responsibility for any costs pertaining to the system.*

**Bell Atlantic Response:**

Bell Atlantic will be responsible for all costs associated with the inmate telephone system, including purchase, installation, service, maintenance and operation. The New River Valley Regional Jail will bear no responsibility for any costs pertaining to the system.



**Before the  
FEDERAL COMMUNICATIONS COMMISSION  
Washington, D.C. 20554**

_____	)	
In the Matter of	)	
	)	
Implementation of the Pay Telephone	)	
Reclassification and Compensation	)	CC Docket No. 96-128
Provisions of the Telecommunications	)	
Act of 1996	)	
_____	)	

**REPLY COMMENTS OF THE INMATE CALLING  
SERVICE PROVIDERS COALITION**

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as normal, regulated collect calls." ). If Bell Atlantic and other BOCs are free to continue to treat the revenues and uncollectibles from inmate collect calling as regulated, then those revenues will continue to be subsidized by their local exchange services revenue, in direct contravention of Section 276.

That the BOCs are still subsidizing and discriminating in favor of their inmate operations in confirmed by their own joint venture partner. In a recent Securities and Exchange Commission filing made in connection with its merger with T-Netix, Inc., Gateway discloses that the Coalition is seeking a correction of the Commission's erroneous ruling concerning the scope of the deregulated ICS. Gateway then states that

This petition requires the LECs to provide separate accounting records for their public communication segments which includes inmate calling. The regulations that may result from the petition could require LECs to allocate more of their costs to inmate calling services, thereby making the RBOC customers of Gateway less competitive in this market, which in turn could have a material adverse effect on Gateway.

Proxy Statement of T-Netix, Inc., May 13, 1999, 39. That Gateway believes that, if the BOCs' subsidization and discrimination was terminated, it would have enough of an impact on the BOCs to, in turn, have a materially adverse effect on Gateway underscores the critical need for the Commission to correct its erroneous ruling.

### **III. THE PROPOSALS OF CURE/AFSC UCAN CONCERNING INTERLATA RATE CAPS ARE BEYOND THE SCOPE OF THE PROCEEDING**

CURE/AFSC propose that the Commission impose a cap on interstate inmate collect calling rates. This proposal is plainly beyond the scope of the remand proceeding before the Commission. The question before the Commission is what the Commission must do to ensure the fair compensation guaranteed to ICS providers by Section 276 in light of the state-imposed rate ceilings on local inmate collect calls. In any case, the Commission has already considered, and rejected interstate rate ceilings in its Billed Party Preference proceeding. [cite]. There is no

## **BAD DEBT — UNBILLABLES AND UNCOLLECTABLES**

**Prepared by the Inmate Calling Service Providers Coalition**

**July 2000**

One of the most significant issues for inmate telephone service providers is “bad debt” – charges that the inmate service provider is unable to collect. The levels of bad debt from inmate calling run several times higher than for telephone services generally (or even collect calling services). There are two major sources of inmate bad debt. First, there are calls to legitimate numbers that the inmate service provider is unable to bill because the number is served by a competitive local exchange carrier (CLEC) instead of the LEC with whom the inmate service provider has a billing arrangement. This type of bad debt is referred to as “unbillables.” Second, there are “uncollectables,” which are calls the inmate service provider cannot collect due to the called parties’ inability or unwillingness to pay. Data supplied by two major billing clearing houses serving the inmate service industry indicates that inmate service provider bad debt can be 30 percent or higher as a percentage of total charges.

### **Bad Debt and Illegal Subsidies**

The extraordinary level of bad debt in inmate telephone service exacerbates the illegal subsidies resulting from the misclassification of inmate telephone service as a “regulated” telephone exchange service for purposes of Section 276(a) of the Act.

Because the Commission did not classify inmate telephone service as a “nonregulated” service for which costs and revenues must be segregated to prevent subsidy, the ILECs do not segregate bad debt associated with their inmate service operations from bad debt associated with regulated services. As a result, ILEC inmate calling service operations do not have to account for their own bad debt. For example, in responding to a jail request for proposal (RFP), in

response to the typical question “Provide your company’s monthly average bad debt percentages for the last 24 months,” Bell Atlantic responded: “As the major telephone company of Virginia, there is no bad debt percentage to provide.”

In essence, the receivables associated with ILEC inmate service are commingled with other ILEC receivables, and so are the associated uncollectables – as well as the associated costs for network usage, LIDB validation, and billing and collection. For independent inmate service providers, by contrast, unbillables and uncollectables are charged back directly to the inmate service provider, who must “eat” the associated costs. Because bad debt is so much higher for inmate service than for other services, these lost revenues and “eaten” costs are a major factor in determining the inmate service’s profitability. But in the ILEC’s inmate service operation, the extra costs resulting from inmate service bad debt are absorbed by regulated ratepayers, rather than charged to the inmate service operation. **The ILECs’ regulated operations assume the burden of the receivable, and also assume the burden of all the underlying costs including validation, transmission, processing, and billing expenses associated with generating the receivable.** As a result, the subsidies prohibited by Section 276 are allowed to continue, and the ILEC inmate operations have a major competitive advantage vis-à-vis their independent competitors.

#### **Bad Debt and Discrimination: Code 50 Rejects**

The discussion above illustrates how the high level of bad debt in inmate service exacerbates the illegal subsidies resulting from the misclassification of inmate telephone services. The bad debt issue also exacerbates the problem of illegal discrimination resulting from that misclassification due to the unequal access of ILECs’ and independents’ inmate services to information necessary to prevent unbillables and fraud. One important example of

this concerns "Code 50 Rejects." Currently, the call validation database ("LIDB") on which independent inmate calling service providers must rely provides no indication that a called party has changed telephone companies from an incumbent LEC to a CLEC except for SBC service area numbers. If the called number validated properly as a billable number before the change, it continues to do so. As a result, the independent inmate calling service provider has no way of knowing that it should not continue to complete calls to the number under the assumption that the ILEC will bill the call. In this context, the inmate service providers are paying their ILEC competitors for a LIDB product that does not work. Assuming that the number is served by the ILEC, the independent provider then sends its call detail record to the ILEC for billing. As long as a few days to weeks to months later, the ILEC reports the call as unbillable. Many inmates are aware of this situation, and it is not uncommon for them to instruct their families to subscribe to service from CLECs knowing that they can receive several weeks' worth of free calls.

Even once the ILEC reports the call as unbillable, the only explanation given is that the call is a so-called "Code 50 Reject," *i.e.*, a number that is unbillable because it is served by a different LEC. The independent provider usually receives no information as to which CLEC serves the number. The independent provider has no way to get the billed party's name or address and thus has no way to bill the call, and must write it off as bad debt. As noted above, since independent providers pay the LEC for validation, local measured service or access charges, processing, and billing and collection, the independent provider continues to incur considerable costs for each call made to the number, even though none of the calls are billable.

The Code 50 problem does NOT apply to numbers that are ported and appear in the LNP databases. Regretably the number of ported numbers is very small when compared to the total of numbers sold to C-LECs or resellers.

**The Code 50 Reject problem is a clear example of discrimination because the ILECs have additional information that they use exclusively to benefit their own inmate service operations. The ILECs have timely access to internal databases of numbers they have sold to CLECs or re-sellers in their area and are able to avoid completing inmate service calls to those numbers if such calls are likely to be unbillable.**

### **Solutions**

To address ILEC subsidies and discrimination, the Coalition is asking the FCC to make it clear that not only premises equipment, but also the inmate telephone service itself, must be segregated from regulated accounts. Independent inmate service providers must have access to the same ILEC services, and on the same terms, as the ILEC's own inmate service operation. For example, **the ILECs must segregate inmate service bad debt from regulated service bad debt and enter inmate service bad debt in their "nonregulated" accounts.**

The ILECs must make available critical account and fraud control information to independent inmate service providers on the same basis they make it available to their own inmate service operation. **The ILECs must make available, on a timely basis, to independent inmate phone service providers the databases of numbers sold to CLECs or re-sellers. In addition to the timely receipt of sold numbers, the ILECs treatment of Code 50 Rejects must be the same for independent inmate phone service providers as it is for their own inmate telephone service.**

## INMATE TELEPHONE SERVICE: CORRECTION OF ILEC SUBSIDIES AND DISCRIMINATION

To date, the FCC has not implemented the prohibition in Section 276 of the Communications Act against Bell companies' subsidizing and discriminating in favor of their own "inmate telephone service." 47 U.S.C. § 276(a), (b)(1)(B), (C), (d). Under the Payphone Order and related Commission rulings implementing the Payphone Order (which also extended the prohibition on subsidies and discrimination to non-Bell incumbent local exchange carriers ("ILECs")), only the equipment used to provide inmate telephone service is classified as "nonregulated." The inmate telephone service itself is classified as a regulated "operator service." *Local Exchange Carriers Permanent Cost Allocation Manual for the Separation of Regulated and Nonregulated Costs*, AAD 97-9 *et al.*, *Memorandum Opinion and Order*, FCC 99-197, released August 6, 1999, ¶11. Consequently, the costs and revenues associated with providing inmate telephone services are not segregated from costs and revenues associated with regulated local exchange services. As a result, the Commission has continued to allow the very subsidies and discrimination that Section 276 is supposed to prevent.

These subsidies and discrimination have grossly distorted the competitive environment for inmate telephone service. In essence, the ILECs are able to burden their regulated entities with the most costly and risky components of inmate telephone service, such as billing and collection and bad debt, while their nonregulated inmate service entities function as mere equipment subcontractors for the regulated ILEC.

Among the inmate service revenues and costs that are commingled with regulated exchange service costs under these FCC decisions are:

- A. *All local and toll service revenues from ILECs' inmate telephone service.* While interLATA calls may be handled by other carriers, 90% of calls from jails are local or intraLATA calls handled by the ILEC.

- B. *All costs for ILEC network usage (i.e., local and toll usage charges).* While independent inmate service providers must pay these charges, ILECs' nonregulated entities do not pay usage charges because the charges are billed directly (as collect call charges) by the regulated ILEC to the called party.
- C. *LIDB call validation charges.* Independent service providers must pay these charges, but ILEC nonregulated entities do not pay them because they are not responsible for billing inmate service calls.
- D. *The cost of equipment to be installed at jails, both payphones and call control equipment.* While the ILEC nonregulated entity initially incurs these costs as nonregulated equipment costs, it can simply recoup these costs from the ILEC regulated side by charging the regulated side a call processing fee.
- E. *Commissions paid to the confinement facility on calls handled by the ILEC.* These are paid by the ILEC either directly or by passing them through the nonregulated entity.
- F. *Billing and collection charges.* While independent inmate service providers must pay these charges to the ILEC, the ILEC nonregulated entity does not pay these costs because it is not responsible for billing inmate service calls.
- G. *Unbillables and uncollectables (bad debt) and related costs.* Uncollectables are several times higher for inmate service than for regulated exchange or toll services. The ability to collect each dollar is dramatically impacted by Code 50 rejects (on calls to CLEC accounts), other unbillable numbers, actual fraud perpetrated by inmates, uncollectables from impoverished inmate families, and other risks. Independent inmate service providers must absorb these losses *and* the associated costs of network usage, validation, and billing for uncollectable calls. The ILEC nonregulated side is not burdened by these losses and costs because it is not responsible for billing and collecting the revenues or paying the associated costs.

As a result of this commingled cost structure, the ILEC can continue to subsidize its inmate telephone service because there is no separation of costs and no separate accounting for the high losses from unbillables, uncollectibles, and fraud that are suffered by all inmate service providers. Without cost accountability, there is no disincentive for the ILEC to offer high commissions for inmate service accounts -- ILECs are frequently among the highest bidding entities for inmate service contracts -- and **the independent ICS provider suffers a distinct and permanent competitive disadvantage.** In addition, there is little or no incentive for ILECs to be proactive in actively managing uncollectables and fraud, since they have the ability to spread



the losses over their entire base of ratepayers. Regulated ILEC rate payers are absorbing all of the excess costs and losses associated with inmate service.

The ILEC can also continue to discriminate in favor of its inmate service because the regulated services and information used for the benefit of its inmate services (such as information about the accounts of customers receiving collect calls from inmates) are not required to be made available to independent inmate service providers.

### **The Remedy**

The Commission must require the ILEC to classify their inmate telephone *service*, including all the costs and revenues discussed above, on the “nonregulated” side of their accounts. Regulated service charges for network usage, validation, and the like must be treated as nonregulated costs in accordance with Computer III principles. ILECs must handle their billing relationship for inmate telephone service in the same manner as independent service providers. That is, the ILEC must segregate billing records for inmate service calls from billing records for regulated local exchange service, so that uncollectable inmate service revenues are clearly identified and accounted for on the nonregulated side of the ILEC accounts.

In addition, any services provided by the regulated side of the ILEC to *or for the benefit of* the nonregulated inmate telephone service must be available on nondiscriminatory terms and conditions. For example, if the ILEC uses information about regulated service accounts to determine whether an inmate service call is billable or if a pattern of fraud exists, that same information must be made available on the same terms and conditions to independent inmate service providers. If the ILEC policy is to cut off regulated local service for non-payment of

collect charges for inmate telephone service, that same policy must be applied to collect charges for calls billed on behalf of independent inmate service providers.

# **EVALUATION OF PROPOSED ALTERNATIVE APPROACHES TO THE PROVISION OF INMATE TELEPHONE SERVICE**

**Prepared By The Inmate Calling Service Providers Task Force**

**July 2000**

Recently, a number of proposals have been made for alternative approaches to the provision of telephone service to inmates of confinement facilities. For example, it has been suggested that, in order to limit billing and collection expenses and unbillables/uncollectables, a facility could offer a prepaid, or debit-based, calling service rather than the collect calling service traditionally offered. It has also been suggested that facilities could offer inmates a choice of carriers, creating a cost reduction incentive as carriers compete for inmates' business. This paper analyzes and evaluates these alternatives.

The Coalition supports the provision of service on a prepaid, or debit, basis as an option where feasible and cost-effective. Such an approach can result in lower call rates in prison facilities where the duration of stay is long enough to make a debit program cost-effective. A simplified debit program using debit cards may sometimes be an option in jail facilities where staff is available to administer the program.

Offering inmates carrier choice, on the other hand, is generally not feasible for either prisons or jails, due to the numerous intractable security and fraud problems that would result. In the Coalition's view, rates can be effectively limited through other means, such as cost-based rate regulation or rate-based evaluation of competitive bids, which do not threaten the fundamental security needs of the facility.

## **Debit Systems**

As an approach to reducing the costs of inmate telephone service, some confinement facilities have explored the use of a debit system. Such systems can achieve cost savings under some circumstances in large prison facilities, where the duration of confinement is relatively long. However, such systems are of only limited usefulness for jail facilities, where the duration of confinement is relatively short.

**Typical Operation of a Debit Program.** First, the inmate is assigned a personal identification number ("PIN"). Then, an account established and funded (either by the inmate or a family member) and associated with the PIN. The account may be part of an existing trust-account or commissary program or may be established on a stand-alone basis. The inmate submits a list of names, addresses and phone numbers of parties the inmate wishes to call. That information is verified, and each telephone number is called by the program administrator to ensure that the party subscribing to that number is willing to receive the inmate's calls.

Debit systems are attractive from a billing perspective because calls are completed with the certainty of payment. Thus, there are virtually no uncollectables or bad debt. Also, since calls are not billed through local exchange carriers or clearinghouses, there is no post-payment billing and collection expense. Ongoing LIDB validation costs may also be largely avoided.

On the other hand, there are significant costs involved in the additional equipment and personnel required to administer debit calling programs. To have a comprehensive debit calling program, it is necessary for facility personnel to be assigned to the administration of the program. In light of the major up-front costs involved in setting up the program and in establishing individual user accounts, debit programs are more cost effective in large facilities where there are economies of scale and in long-duration (i.e. prison) facilities where there is less "churn" in the inmate population. The rate of a debit call must cover the costs associated with setting up new accounts with personal identification numbers ("PINs"), verifying pre-approved calling lists, processing inmate funds associated with the debit account and making ongoing changes to pre-approved calling lists. In addition, all of the costs of maintaining security measures would have to be covered in the cost of a debit call.

There are other concerns. With inmate debit programs, a "commodity" is created. Debit programs are dependent on the creation of a PIN or account number that is exclusive to each inmate or account. This number has an inherent value in that the number is worth a certain number of phone calls. This number becomes a commodity that can and has become a source of disruption in the inmate environment when there is open calling without a pre-approved calling list. The PIN or account number in effect can become "contraband" that can be traded among, stolen from, and taken by force from inmates.

**Successful Use of A Debit Program.** The Federal Bureau of Prisons has been at least partially successful in implementing a debit program. The Bureau has been willing to employ a large in-house staff and create an entire Inmate Telephone Systems Department. This department employs several dozen administrators, and is projected to employ several hundred administrators once the system is fully implemented at all federal prisons.

**Disadvantages of Traditional Debit Programs in the Jail Environment.** For facilities with fewer administrative resources – such as county jails – a traditional debit system is not likely to be practical. Most such facilities have very limited budgets and administrative staff. Most lack the capability to add the resources necessary to administer a debit program. The administrative costs for jails are compounded because debit programs are normally administered most efficiently in conjunction with a facility's commissary and/or trust account program, as this is where an inmate's funds are normally held. Under this approach, funds held for an inmate would be available to place debit calls. Most county jail facilities do not currently have trust or commissary programs capable of interfacing with inmate phones. It would be impractical to require these facilities to acquire, implement, and staff debit programs.

An additional obstacle to implementing traditional debit programs at the city or county jail level has to do with the average duration of confinement. The average stay of an inmate in a jail facility is less than thirty days, compared to months or years in state and Federal prisons. A substantial investment of time and money is required to assign PINs to an inmate, create an approved calling list and maintain an inmate's account. Given the relatively high per-inmate

costs involved, the administrative costs are higher for jail facilities due to the much shorter average duration of confinement. Today the overwhelming majority of county jails do not assign PINs to inmates for the purpose of placing phone calls.

### **Alternative Debit Programs in the Jail Environment.**

Because of the problems identified above, simplified debit programs using debit cards may be an option in jails where administrative staff are available to sell the cards. It is critical for security purposes that debit cards be restricted to cards provided by the inmate phone service provider. The debit card must interface with the existing inmate phone service equipment to guarantee security features, call controls, etc... are not circumvented.

Debit cards can provide a true alternative to collect calling and a less expensive means for inmates to make calls and also provide inmates and their families an opportunity to budget their calling. By utilizing a debit card every time the inmate places a call, the phone system will notify them of the amount of credit left on the account, thereby allowing them to manage this resource.

Debit cards may be sold at the facility by administrative staff. The cards are paper cards which are provisioned with an authorization code, allowing the limited use of the card (\$5, \$10, \$20). Another alternative for the distribution of these debit cards is to sell the cards through a commissary where the commissary provider is given an inventory of cards and like any other commissary item, the inmate is allowed to purchase a card off the commissary list and is then delivered the card along with any other goods purchased by the inmate at that time.

The sale of debit cards may also be accomplished through vending type machines in environments where inmate family members are able to purchase cards when they are visiting inmates and are then allowed to give the debit card to the inmate. Buying the cards in the vending machine is a practical solution during booking when inmates still have possession of money prior to actually being incarcerated.

**Transitional Issues.** In those areas where debit programs are feasible, successful implementation cannot always occur quickly. A great deal of the call processing equipment used by providers today would require either expensive upgrades or replacement in order to be capable of implementing a debit program. A debit calling system inherently requires an "administration terminal" to be placed on-site for facility staff to enter debit account information. Facilities normally want the inmate phone system to be "transparent" to daily operations. The addition of the required administration terminal and related duties can present a challenge to the facility. This additional equipment must be capable of rating calls on-site, providing inmate balances in a "real-time" manner, and cutting off calls once the debit balance is exhausted. As a practical matter, to implement inmate debit calling on a wide scale may require several years and hundreds of millions of dollars in new equipment and staffing.

In addition to upgrading call processing equipment, it is also necessary to ensure compatibility with a facility's commissary or trust account system. As mentioned above, implementation of a debit system would require these facilities to purchase and implement a system dedicated to telephone service. There are a large variety of commissary and trust accounting systems available today. This presents a challenge to inmate phone service providers, in that a different "interface" must be designed for each different system. It is an economic and practical impossibility for a provider to be able to interface with all systems. In addition, some larger facilities have accounting systems that were written "in-house". Writing computer programs to interface with these systems can be difficult at best.

Despite these obstacles, new Requests for Proposals ("RFPs") issued by many state governments reflect an increasing awareness by facility administrators of the value of debit systems in reducing the rates for inmate calls in state prisons. The market appears to be transitioning over time toward systems with debit calling options for state prisons.

### **Alternative Carriers**

The discussion above focuses on use of a debit system administered by a facility's designated inmate calling service provider as a means of addressing billing costs and improving overall efficiency. Quite different issues are presented by proposals to introduce a choice of carriers into the inmate facility. The Coalition has not identified any cost-effective means to provide a choice of carriers to inmates without creating serious threats to a facility's security.

Four possible approaches to "carrier choice" have been suggested: (1) allowing inmates to use commercial calling card and collect calling platforms (800-COLLECT, 800-CALL-ATT) and pre-paid calling cards, and (2) allowing inmates to direct-dial their calls, and (3) allowing inmates to place calls to "personal" 800 numbers that are billed to the called party. (4) Allow two competitive inmate calling service providers to provide service at the same time. While these alternatives may seem viable and simple on the surface, there are fundamental problems posed in the areas of security and practicality for the inmate facility.

**Commercial collect and pre-paid platforms.** Commercial service platforms include such recognizable products as (800) COLLECT and (800) CALL-ATT and pre-paid calling cards. This type of calling would pose great security challenges to inmate facilities.

The nature of these types of alternate carrier calling requires the caller to first dial a carrier or pre-paid card provider's access number (such as 800-COLLECT). Then in the case of the alternative collect products, the caller is then prompted to enter in the number that they wish to call, normally with the option of placing the call as collect, calling-card, or third-party-billed. In the case of pre-paid cards, the caller would call the 800 number for the provider, enter in the PIN number printed on the card, then enter the number they wish to dial. These options would result in security challenges in that the inmate calling system has no control over the number that the inmate is calling. Since the inmate must dial the access number and then enter the calling number into the external carrier's network, the inmate telephone system is incapable of screening

the called number through the blocked number database. The blocked number database contains numbers that include the administrative telephone numbers of the facility, the home numbers of staff, judges, witnesses, etc. as well as numbers that have been requested to be blocked by their owners due to harassment by inmates. If inmates are allowed what amounts to open access to the public network, all security measures will be circumvented. Also, all of the alternative collect access products allow access to a live operator, which also opens up an even greater opportunity for "social engineering" resulting in harassment and fraud.

In addition, for commercial collect calling services the potential for fraud is tremendous. Since the inmate phone system would be incapable of tracking and screening the number called (for the reasons stated above), the facility would not be able to place limitations on the number of calls placed to a particular number. Also, many inmate calling service providers and facilities produce reports that track calls from multiple cells to the same number. This type of activity is often indicative of criminal or fraudulent activity. The potential for fraudulent activity would also be greatly increased because calls placed on alternative carriers would not be "branded" as being from a correctional facility. Inmates will often place calls to random numbers, and the only way for a called party to know that a call is from a correctional facility is the notice on the accept message stating that the call is from such a facility.

### **Direct Dial Calling**

Direct-dial calling for inmates would involve the inmate placing calls without the involvement of an automated operator, with the call being dialed directly onto the public network. Since long-distance (and probably local usage) charges may be incurred by the provider for the carriage of such calls, there would need to be a form of billing involved for the inmate. This would require that the provider install a "debit system", which requires sophisticated on-premise computer equipment that will allow the tracking and billing of these calls. As discussed in the first part of this paper, such a debit system requires a great deal of maintenance from facility staff, since inmate accounts are set up and maintained individually. All of the expenses involved in a debit system, as well as the costs of security measures and fraud prevention, would have to be included in the price of any direct dial call. Direct dial calling would only be practical with a debit system.

### **Personal 800 Numbers**

The personal 800 number option would involve friends and family of inmates setting up individual toll-free numbers to their homes for use by an inmate. The carrier of the 800 number would bill the family member or friend for calls. Implementation and management of this calling alternative would be difficult and costly, if not impossible in a jail environment.

Personal 800 number calling (as well as other types of calling) would require the use of "allowed-call lists" with PINs (Personal Identification Numbers). Since the issue of security is paramount at all inmate facilities, all 800 numbers (and all other "toll-free" exchanges) are

normally "blocked" by an inmate telephone system. Toll-free numbers are almost always associated with a business, and businesses normally do not want calls from inmates, especially when they are being billed for the toll-free number usage. This fact would require that the inmate telephone system block all toll-free exchanges by default. Then, individual "personal" toll-free numbers would need to be entered into the inmate's allowed-call list under their PIN number as an exception.

The costs to set up and maintain a personal 800 number system would have to be charged back to the inmate or the called party in some way. All the costs to maintain the security measures would also have to be billed to the inmate or called party. At this time the industry does not have a feasible way to bill these charges back to the inmate unless there is an existing debit system.

Personal 800 numbers are generally not feasible for jails because of the short average inmate stay that is inherent in the nature of the jail environment. The majority of the inmate population in a County Jail is being held awaiting arraignment and/or a bail hearing. This results in an average stay of less than 30 days. These facts are in direct contrast to the situation in state and Federal prisons, where the average stay is measured in years, not hours or days.

Most county jail facilities do NOT utilize allowed-call lists and PINs. With such a system, the facility staff must enter inmate information upon booking, including the creation and assignment of the PIN number, and the listing, verification and entering of the allowed-call list numbers. This process would be extremely time-consuming to the already undermanned jail facility staff. The implementation of such a system would most likely require that the facility hire additional staff.

### **Competing Inmate Calling Service Providers.**

On the surface, the option of having two different inmate calling service providers would appear to provide the inmates and their families the advantage of a choice of carriers that hopefully would compete for business by lowering the price of calls. This option presents several challenges for the facility and the inmate calling service providers. First, one of the major ways inmate calling service providers currently compete is based on the service features they have incorporated in their equipment. Competition has motivated providers to invest hundreds of thousands of dollars in research and development to manufacture more and more sophisticated equipment with enhanced features. Assuming providers would bid for business based on an investment to provide service to the entire facility with a prospect of only getting half of the business, the cost of equipment would be doubled on every call. Second, the necessary sharing of information between providers, in as close to real time as possible, would create an administrative nightmare. Regrettably, a portion of all inmate populations work every day to defeat the security features and fraud controls. The problem is hard enough to contain when one provider is looking at all the facts and has control of all the calls. If a facility moved to a two-carrier environment maintaining these security and fraud controls would become impractical if not impossible.



It might be argued that these difficulties would be overcome if the facility procured one set of equipment and required both carriers to utilize the same equipment. However, most major carriers today utilize different equipment and it would be highly unlikely that any provider would choose to bid on providing service unless they could use equipment which they were certified to use and with which they had extensive experience. All internal systems, software, and operation center support are designed to work with the provider's chosen equipment. For this reason alone no carrier would be willing to expose their company to uncontrollable fraud because of an inability to interface their operations center support with unfamiliar equipment.

Another serious difficulty with a dual-carrier approach is that each provider would be vulnerable to significant losses based on the action or inaction of the other carrier. For example, suppose Carrier One has excellent fraud control measures including early detection, billing, and management of Code 50 Rejects. Because of its superior program, Carrier One is able to discount calls to inmate families by 10%. Carrier Two does not have adequate early detection of Code 50 Rejects. The inmates advise their friends and family members to subscribe to local service through CLEC resellers. Although the calls with Carrier Two are higher priced, the inmates choose to use Carrier Two because it allows calls to CLECs. Because Carrier Two cannot bill these calls, the inmates' friends and families get "free" calls for a month or two before they are detected. The inmates' friends and families then change their numbers or move to another CLEC. Both inmate calling service providers lose. Carrier One loses because it made a significant investment in equipment and resources to provide quality service at a fair discounted price, yet its call revenue is significantly suppressed because a high percentage of inmates chose Carrier Two. Carrier Two loses because it has not yet developed internal controls for early detection, billing and management of Code 50 Reject calls.